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ABSTRACT

This report to the South Carolina Commission on Higher Education by the State Board for Technical and Comprehensive Education requested approval for nine technical colleges to offer associate in arts (AA) and associate in science (AS) degree programs beginning fall 1990. First, background information is provided on the organization and structure of two-year postsecondary education in South Carolina, and an argument is put forth for a system of comprehensive community colleges. Next, the report discusses the purposes and requirements of the nine proposed degree programs in terms of curricula, projected enrollments, costs, and additional staff and facilities needs. A summary of this discussion indicates that: (1) the primary purpose of the proposed degree programs is to provide the first 2 years of collegiate general education for those whose goal is a baccalaureate degree; (2) the most common argument for requesting the AA/AS programs was to provide access to baccalaureate education for nontraditional, underserved students (i.e., older, part-time, minority students); (3) program implementation would require each institution to add specific courses; (4) each of the nine colleges projected an initial enrollment of approximately 150 students in 1990, with the total for all colleges estimated at 1,350 students in 1990 and 2,689 students in 1994; (5) in total, the nine colleges anticipated the need for an additional 35 full-time faculty and 12 full-time equivalent (FTE) faculty hired on a part-time basis; (6) though no new facilities were required, total additional library resources were expected to cost $286,000, and equipment needs to cost $235,000; and (7) the total additional costs to begin the programs were estimated by the colleges to be $2,253,000 in 1990-91. The South Carolina Commission on Higher Education approved the nine proposals for implementation in fall 1990, with stipulations regarding costs, reporting, and library resources. (JMC)

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TWO-YEAR POSTSECONDARY EDUCATION IN SOUTH CAROLINA

A Report to the Commission on Higher Education
Considering Program Proposals for Associate in Arts
and Associate in Science in Nine Technical Colleges

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TWO-YEAR POSTSECONDARY EDUCATION
IN SOUTH CAROLINA

Prologue

The organization and structure of two-year postsecondary education have again come to the forefront of the agenda for higher education in South Carolina because of the application of nine two-year technical colleges for authority to grant the Associate in Arts and Associate in Science degrees, in essence, the first two years of baccalaureate or college parallel curricula.

One of the continuing controversial issues in higher education, the subject has been examined by a succession of Governors, the General Assembly and the Commission over a period of twenty years (Attachment 1).

The public two-year system as it has developed in the State now consists of three distinct types of institutions, as follows:

(1) Seven technical colleges under the jurisdiction of the State Board for Technical and Comprehensive Education that offer college parallel curricula and technical programs within the same institutions. They include Chesterfield-Marlboro Technical College, Greenville Technical College, Midlands Technical College, Tri-County Technical College, Trident Technical College, Williamsburg Technical College, and York Technical College.

(2) Nine technical colleges under the jurisdiction of the State Board for Technical and Comprehensive Education which offer only technical programs, and which have applied for the authority to offer college parallel work. They include Aiken Technical College, Denmark Technical College, Florence-Darlington Technical College, Horry-Georgetown Technical College, Orangeburg-Calhoun Technical College, Piedmont Technical College, Spartanburg Technical College, Sumter Area Technical College, and Technical College of the Lowcountry.

(3) Five two-year branches of the University of South Carolina, which offer only college parallel work, the first two years of a baccalaureate program. They are USC-Beaufort, USC-Lancaster, USC-Salkehatchie, USC-Sumter, and USC-Union. (USC-Lancaster does offer a limited selection of technical programs.)

Institutions which combine college parallel and technical programs within the same institutions are modelled after the comprehensive community college concept, which is the prevailing pattern for organizing two-year postsecondary institutions in the nation.

Characteristics of comprehensive community colleges were outlined in a historic publication entitled, The Open-Door Colleges, a special report and recommendations by the Carnegie Commission on Higher Education.

Essential elements are as follows:

(1) Community colleges should be available, within commuting distance, to all persons throughout their lives, except in sparsely populated areas which should be served by residential colleges.

(2) The Carnegie Commission favors the comprehensive community college with academic, occupational, and general education programs as against more specialized two-year colleges. The comprehensive college provides its students with a wider range of options.

(3) Community colleges should remain two-year institutions and not expect to become four-year or graduate institutions. They have an important role to play and should not abandon it.

(4) Full transfer rights should be provided to qualified graduates of community colleges by comprehensive State colleges and universities. There should be no artificial ceiling for students who have proven academic ability and interest.

(5) Occupational programs should be given the fullest support and status within community colleges. These programs need to be flexibly geared to the changing requirements of society.

(6) The Carnegie Commission supports open access to the "Open-Door" college for all high school graduates and otherwise qualified individuals. The community colleges have a particular role to play in assuring equality of opportunity to all Americans. The Commission, while supporting open access, does not believe that all young people either want higher education or can benefit from it. Many of those who can benefit from higher education and want it would be better off in other endeavors for a time after high school before entering higher education. For this latter group, the community college can stand as a continuing open opportunity over a period of years.

(7) The community college should charge no tuition, or low tuition.

(8) Guidance--occupational and personal--is a particularly important function for the community college, which serves so many students who are in the process of choosing their lifetime occupations and their life styles. It is an excellent place for those who are uncertain about their careers and about their lives to canvass their opportunities and make their choices.

(9) The community college has a special responsibility to enrich the cultural life of its neighborhood and to be an active center for art, music, drama, and intellectual discussions.

We believe that perfecting the concept of community colleges in South Carolina, building on the partial base that has already been constructed, is an appropriate long-range goal for the State's higher education system.

Complicating that desirable course of action is the inconsistent nature of the historical development of two-year institutions in South Carolina. As has been outlined above, we have at least three distinct types of institutions. Additionally, they are lodged under two separate governing boards, the State Board for Technical and Comprehensive Education and the Board of Trustees of the University of South Carolina.

Changes in governance, perhaps more than any other action in the higher education systems, generate turmoil and political turbulence, as does closure or merger of institutions--all policy courses which might seem to be options in the current situation.

We do not intend to enter those thickets at the present moment, but we remain steadfast in our belief that the benefits of comprehensive community colleges, as outlined by the Carnegie Commission, should be made available to the young people and adults in our State.

While the benefits are manifold, we concentrate on two that appear to be imperative in terms of educational opportunity:

(1) "A wider range of options" for students; that is, a flexibility of opportunity which can only be provided when college parallel work and technical programs are offered in the same institution. The student, then, can move freely from one curriculum and career track to the other, without "dropping out" of college or changing institutions. Flexible career opportunity for the student is a paramount consideration.

(2) Economy of cost at the technical institutions, which are commanded by State law to maintain low tuition (Attachment 2). It is readily apparent that the low tuition and fees at the technical colleges should permit more students from modest economic circumstances to afford the first two years of college parallel work. Comparative figures are as follows:

University Tuition and Fees	Public Senior Tuition and Fees	Technical College Tuition and Fees
$2,224	$1,792	$653

There will be arguments that the college parallel work in the technical institutions will draw from the same student pool that the university branches presently serve. The State Board for Technical and Comprehensive Education attempts to deflect that argument by proclaiming that an entirely new student population will be tapped, a group who would not otherwise attend college if the low-tuition opportunity is not made available. We believe that is an open question. However, if we grant, for the purposes of argument, that the enrollment of the two-year branches of the University might be impaired, can we conscientiously deny the lower-cost opportunity to students simply to preserve "institutional turf"? We do not believe that we can, and any problems that arise from providing this broader and more economical opportunity to students must be resolved by appropriate future policy and management decisions that will result in the most efficient and economical system for two-year education in South Carolina.

The staff has examined each of the proposals for AA/AS degrees by individual location, giving close scrutiny to the characteristics of each institution, their geographical location and their relationships with neighboring institutions.

However, important elements in the staff recommendations on all of these programs, collectively, are the major policy and system-wide benefits of further development of a comprehensive system of two-year institutions in South Carolina.

Summary

The State Board for Technical and Comprehensive Education requests approval for nine technical colleges (i.e., Aiken, Denmark, Florence-Darlington, Horry-Georgetown, Orangeburg-Calhoun, Piedmont, Spartanburg, Sumter Area, and Technical College of the Lowcountry) to offer the Associate in Arts and Associate in Science (AA/AS) degree programs beginning fall quarter, 1990.

The primary purpose of the proposed degree programs is to provide the first two years of collegiate general education for those whose goal is a baccalaureate degree. Other purposes include the option for students in technical programs to enroll in general education courses which are recognized as transferable and the opportunity for students to move between college parallel and technical programs with minimal loss of credit.

Each college requesting the AA/AS degree programs offers justification for implementing the programs particular to its region. The most common argument offered is that of providing access to baccalaureate education for nontraditional students who currently are not being served.

The curricula in all nine proposals adhere to the approved State models. The AA degree program would provide for concentrations in the humanities, social and behavioral sciences, or fine arts. The AS degree program would provide for concentrations in mathematics and science.

Implementation of the proposed programs will require each institution to add specific courses to its offerings. However, no new courses will be developed or added to the SBTCE Catalog of Approved Courses.

Each of the nine colleges projects an initial enrollment of approximately 150 students in 1990. Total estimated enrollment for 1990 for all nine colleges is 1,350 students (headcount), increasing to 2,689 students in 1994.

Each of the nine colleges projects a need for additional faculty. Total new faculty for the first year in all nine colleges is estimated to be 35 full-time and 12 full-time equivalent faculty hired on a part-time basis.

No new facilities will be required, although renovation costs have been identified by most colleges as well as needs for capital equipment.

Total additional library resources needed in 1990 are estimated to be $286,000. Estimated additional equipment costs for 1990 are expected to total about $235,000.

Total additional costs to begin the programs are estimated by the colleges to be $2,253,000 in 1990-1991, $2,975,000 in 1991-1992, and $3,436,000 in 1992-1993. State, local, and federal resources to implement the programs are said to be adequate at each institution. No "unique" or other special State appropriations will be required.

Discussion

The State Board for Technical and Comprehensive Education approved six of the proposals at its March, 1989, meeting and three of the proposals at its April, 1989, meeting. All nine proposals were submitted to the Commission for review on April 27, 1989.

The Advisory Committee on Academic Programs reviewed the proposals at its meeting on July 25, 1989. With the exception of the proposal from Denmark Technical College, the Advisory Committee voted not to recommend its approval. The primary reasons for this recommendation were Advisory Committee concerns about needless program duplication, the dilution of State funds, and whether there is, in fact, a need for additional avenues of access to higher education in South Carolina. Another concern expressed by members of the Advisory Committee was the ability of the technical colleges to support the programs with adequate library and faculty resources. Based on information received by the Commission staff and the voting at the Advisory Committee meeting, the institutions generally supporting the offering of the college parallel programs by the technical colleges include Clemson University, The Citadel, College of Charleston, S. C. State College, and Winthrop College.

The proposals acknowledge the program offerings of public and private senior and junior colleges in their respective service regions.

The proposals conclude that despite the existence of these colleges, the proposed programs are not unnecessarily duplicative. The proposals argue that for personal, academic, and financial reasons, students who would not enroll and are not now enrolling in current senior or two-year colleges would enroll in the technical colleges to begin their baccalaureate education.

To define the population of students to be served by the AA/AS programs, the proposals emphasize the number of high school students who do not continue their education upon graduation and the number of years of college completed by the general public. The proposals also cite changing demographic and economic conditions which project increased numbers of minorities and females entering the workforce, as well as an aging workforce.

In general, data concerning undergraduate student enrollments indicate that technical colleges serve somewhat different students than do other colleges. The assertion that technical colleges provide access to higher education for certain groups of students more so than do other colleges is suggested in data concerning freshmen enrollments. These two points are reviewed briefly below.

Characteristics of undergraduate students enrolled in higher education in South Carolina in fall 1988 are given in Table 1. These data suggest that technical colleges enroll proportionally more minorities than other public colleges; and as at the USC two-year campuses, the average student is likely to be enrolled part-time.

Table 1

Fall 1988 Undergraduate Student Enrollment*

	Total Headcount	% Minority	% In-state	% Full-time	% Female
Public Senior	60,915	16	81	81	55
USC Two-year	4,425	16	98	39	60
Technical College	36,648	23	99	51	58
Private Senior	20,184	22	62	89	57
Private Two-year	2,870	25	89	89	42
Total	125,042	19	84	72	56

*CHE Statistical Abstracts, May 1989

These recent data appear to be representative. Since 1980, the public two-year colleges have experienced declining numbers of full-time students, and the private two-year colleges and technical colleges have experienced declining numbers of minority students.

Characteristics of first-time entering freshmen (that is, freshmen who have not previously enrolled in college) in Fall, 1988, are given in Table 2. These data suggest that technical colleges enroll as first-time freshmen proportionally more minority students, more part-time students, and substantially more students who graduated from high school prior to 1987-1988 (i.e., older students) than other institutions.

Table 2

Fall 1988, First-time Entering Freshmen*

	Total Headcount	% Minority**	% In-state	% Full-time	% 87-88 H.S. Grad
Public Senior	12,395	16	76	95	89
USC Two-year	727	18	97	78	70
Technical College	12,395	24	97	70	36
Private Senior	5,229	25	54	97	86
Private Two-year	1,536	16	87	93	89
Total	32,282	20	82	85	68

* CHE/IPEDS Residence and Migration of Students, Fall 1988

** CHE/IPEDS 1988 Fall Enrollment

That older students, part-time students, and minority students preferred technical colleges as an entry point for possible baccalaureate study is evident when their distribtution within the system is noted. Of the 10,344 first-time freshmen who had graduated from high school prior to 1987-1988, 76% selected a technical college in 1988. Of the 4,749 first-time freshmen who enrolled part-time, 77% selected a technical college. Finally, of the 5,024 first-time Black freshmen who enrolled in the public sector, 58% selected a technical college. Whether these students selected a technical college for academic, financial, or programmatic reasons, it is noted that in nine of the technical colleges, they did not have access to college parallel programs upon entry into higher education.

Since Fall, 1985, the only significant change in these percentages of first-time freshmen has been an increase in full-time students enrolled in technical colleges.

If the proposed AA/AS degree programs were to attract students with similar characteristics as current first-time freshmen enrolling in the technical colleges, these figures suggest that access to baccalaureate programs through the AA/AS programs would be attractive to some students who are not now electing that alternative.

Whether students who would enroll in the proposed college parallel programs will have similar characteristics as students who enroll in existing technical programs in those same institutions is uncertain. One way to approach this uncertainty is to compare the characteristics of students in existing technical college AA/AS programs with students in technical programs at the same colleges. This comparison is shown in Table 3. These data indicate that the AA/AS programs include somewhat fewer minorities and that students who enroll in AA/AS programs tend to be slightly younger when compared to cohorts enrolled in technical associate degree programs in the same institutions. This would suggest that students who would enroll in the proposed programs might resemble the more traditional undergraduate students of other colleges more than students in non-AA/AS programs in the technical colleges.

Table 3

Fall 1988, Student Characteristics of AA/AS Degree Students Compared to Other Associate Degree Students System Totals for Seven Technical Colleges*

	AA/AS Students Only	All Other Associate Degree Students
Headcount	4,764	12,205
% Black	14	20
% White & Other	83	78
% Unknown	3	2
% Male	41	43
% Female	59	57
% Full-time	53	50
% Part-time	47	50
% by Age Cohort		
21 and under	39	26
22 to 24	24	23
25 and over	38	50

*SBTCE Planning & IRM: MIS Data Extracts

The availability of college parallel programs in all technical colleges does not necessarily mean that these programs will be competing with existing baccalaureate programs for the same groups of students. Recent studies conducted by Commission staff concerning the proportion of high school graduates attending colleges demonstrate that South Carolina is below the national average as well the average in other states such as North Carolina, Georgia, Virginia, Texas, and Oklahoma. Similar studies concerning the number of 18 to 24 year olds participating in higher education show South Carolina below the national average. There are individuals in the traditional college age group (i.e., 18 to 24 years old) who do not elect to participate in higher education, and there are some who will not particpate under any circumstances. The proposals argue that this group of potential students, comparable in most respects to traditional undergraduate students with the exception that they did not enroll in college immediately upon graduation from high school, can be served with the AA/AS programs with minimal intrusion upon the undergraduate enrollment of other colleges. Although the interest of this group of potential students in the pursuit of baccalaureate education and two-year college parallel programs is unknown, it is a population which likely would benefit from implementation of the proposed AA/AS degree programs.

All technical colleges maintain open door admission policies to their institutions. This policy, which is mandated by statute, provides access to higher education for those who might not otherwise be able to enroll in a college or university. However, the open door admission policy does not provide access to all programs, and technical colleges have established specific criteria for admission to specific programs. Although not addressed in the proposals, proposed admission requirements for the AA/AS degree programs will vary depending on the qualifications of the appplicant. Students with a combined SAT score (verbal and math) of 750 or 800 or their equivalents, depending on the institutions to which they apply, will be admitted unconditionally to these proposed programs without further testing. All other students will be required to take admission placement tests prior to matriculation in the proposed programs. Students who score below the cut-off criteria on these tests for mathematics, reading, and writing will be required to enroll in developmental education courses until deficiencies are cured. Although the cut-off criteria vary by institution and by placement test used, on average, evidence of 10th to 12th grade proficiency in math and reading are required prior to enrolling in the proposed AA/AS programs.

It is interesting to note that the unconditional admission criteria, an SAT score of 750 or 800, compares favorably with, and in some cases is higher than, the unconditional admission criteria used by some public senior colleges.

The admission standards for the proposed AA/AS programs are comparable to the admission standards of existing AA/AS programs in the technical education system. Those technical colleges with the AA/AS programs report that fewer than ten percent of the AA/AS students are admitted unconditionally based on SAT scores only. The availability of

college parallel programs in all technical colleges would address the State's commitment to provide full access to baccalaureate education for all students, while allowing the senior colleges and University campuses to maintain and in the future raise their admission standards.

Beginning in Fall, 1988, the public colleges and universities and two-year campuses of the University of South Carolina implemented high school course prerequisites for admission to college. Full implementation of these prerequisites seems to have increased entering students' academic preparation for college as measured by the number of students meeting all prerequisites. Implementation also seems to have increased high school students' interest in attending college as measured by the number of applications received for freshman admission by the colleges. Students who desire a four-year degree but who did not prepare for college admission during their high school career would be served by and would benefit from implementation of the proposed AA/AS degree programs.

For students who would enroll in the proposed AA/AS degree programs, the costs for obtaining the first two years of a four-year degree, considering tuition and fees only, would be substantially less at the technical colleges than at any neighboring public college. For 1988-1989, the average required tuition and fees cost at technical colleges for an academic year for a full-time student was $653. For the universities the corresponding figure was $2,224; for the senior colleges and university four-year campuses it was $1,792; and for the University two-year campuses it was $1,350.

The argument for greater access to higher education and baccalaureate degrees must be balanced against concerns for program and resources duplication in two areas of the State, in particular, Sumter and Beaufort. Here the State supports two-year colleges adjacent or in close proximity to each other: a University campus and a technical college. Interestingly, the undergraduate enrollment and first-time freshmen characteristics seem to imply that the institutions are responding to slightly different student groups even though they both draw nearly all their students from the same counties. These characteristics are given in the following table.

Table 4

Selected Fall 1988 Statistics: Sumter and Beaufort Institutions

	Undergraduate Student Enrollment*			First-time Entering Freshmen**			
	Total Head-Count	% Minority	% Full-time	Total Head-Count	% Minority	% Full-time	% 87-88 H.S.Grad
Sumter Area T.C.	1564	37	51	477	34	75	24
USC-Sumter	1440	16	43	206	15	83	75
Tech Coll. of Lowcountry	950	35	32	309	52	39	9
USC-Beaufort	1010	14	28	100	12	70	60

* CHE Statistical Abstracts, May 1989

** CHE/IPEDS Residence and Migration of Students, Fall 1988

These data suggest, very broadly, that the University campuses are enrolling students who are predominately white, full-time, and recent high school graduates. The technical colleges are enrolling greater percentages of minority, part-time, and older students. On average, 30% of the headcount students at the University campuses received financial aid whereas at the technical colleges this was 78%.

Barring merger of the institutions, if the two colleges were to continue to complement each other's enrollment, then implementation of the proposed AA/AS programs in the technical colleges may not have a serious impact on the ability of the University campuses to recruit students who desire to begin their baccalaureate education at a University campus. Competition for and duplication of resources, however, are sensitive issues. While there may be no obvious answers as to why, if the proposed AA/AS programs were approved, the State should support two institutions in the same locale offering similar programs, neither is there an obvious answer as to why the State should not support the offering of college parallel programs for half the cost to students if those students would benefit from those programs and might not otherwise aspire to a baccalaureate degree.

Each proposal mentions the potential of the AA/AS degree programs to increase the number of minority students entering college parallel programs and who ultimately pursue the baccalaureate degree. Given that 23% of all technical college students are black, it is likely that some

minority students would be served by the proposed program. It should be noted, however, that between 1980 and 1988 the number of minority students in the technical education system has decreased by 22% from 10,643 to 8,293, while the number of minority students in the public senior colleges has increased by 15% from 8,376 to 9,635. Efforts to recruit minority students into four-year programs in the public sector have had some success.

Concerning minority enrollment, the question of whether the implementation of the AA/AS degree programs in all technical colleges would have any impact on the State's effort in the area of desegregation and equity should also be raised. The availability of the AA/AS programs at Orangeburg-Calhoun Tech may provide an alternative for white students who otherwise might have enrolled at S.C. State College. The availability of the AA/AS programs at Denmark Tech may provide an alternative for black students who otherwise might have enrolled at USC-Salkehatchie. The availability of the AA/AS programs at Sumter Tech and Technical College of the Lowcountry may further concentrate minority students in the technical colleges and white students in the University campuses.

The 1989 annual evaluation of associate degree programs conducted by the Commission indicates that three of the nine technical colleges requesting the AA/AS programs have technical programs on probation or in the process of being implemented. At Denmark Tech, based on fall 1988 enrollment and 1987-88 degrees awarded, five technical degree programs were in good standing. Seven programs were on probation primarily based on the limited number of degrees awarded. Four programs were in the process of being implemented.

At Sumter Area Technical College, ten technical degree programs were in good standing, four on probation, one on suspension, and four in the implementation process.

At Technical College of the Lowcountry, five technical degree programs were in good standing, four were on probation, and four were in the implementation process.

Although the proposals argue that the awarding of the AA/AS will strengthen existing technical programs, there is also the potential for them to draw students away from technical programs. Each institution's ability to sustain, in terms of resources and students, marginal programs on probation and programs approved but not implemented while starting up the proposed college parallel programs is a matter of concern to the Commission.

Library collection development plans have been proposed by the technical colleges which include the addition of books, periodicals, and audiovisual titles to support the proposed AA/AS degree programs. Given current collection sizes, at the completion of those acquisition plans, each institution's library with the exception of Aiken Technical College should meet and exceed the minimal requirements for two-year college libraries set forth by the Association of College and Research Libraries. Although some institutions will allocate additional resources for the libraries in 1989-90, all propose to take up to five years to complete these acquisitions.

Each proposal, with two exceptions, cites on-going arrangements with neighboring public colleges for interlibrary loan and student borrowing privileges. This cooperation should provide additional access to library resources while the technical colleges are developing their library collections to support the proposed programs, as well as afterwards. The two exceptions are Denmark Technical College and Aiken Technical College.

Denmark Technical College has since provided documentation of interlibrary arrangements with neighboring Voorhees College. In Aiken Technical College's proposal it is stated that cooperation with local public libraries has been on-going but that arrangements with neighboring USC-Aiken are still being negotiated. This along with the indication that Aiken Technical College's library will not meet the minimal requirements for collection size raises concerns about the college's ability to support a proposed program with adequate library resources.

All faculty teaching in the proposed programs will hold, at least, a master's degree plus 18 hours in the field, the minimum credential required by the regional accrediting agency, the Commission on Colleges of the Southern Association of Colleges and Schools.

The Commission on Colleges of the Southern Association of Colleges and Schools considers the implementation of the AA/AS programs to be a substantive change to the program offerings of the technical colleges. Each college proposing the college parallel programs has been required to notify SACS of its intent to offer the programs and provide documentation of the college's capacity to support the programs. All nine colleges have clearance from SACS to implement the programs, pending final action by the Commission on Higher Education. Each program, if approved, will be visited by SACS during the first year of operation.

If the AA/AS degree programs are approved, then more students will have a choice between going to a SBTCE institution for the first two years of a baccalaureate degree or going to a four-year institution. In this section the long term effects this choice can have on the formula are estimated. We have looked at the FY 90-91 formula and computed the average cost per FTE the formula drives in the technical colleges versus the cost in the four-year institutions. In computing these costs we have focused on the type of students that are likely to be making the choice. In other words, in the four-year institutions the cost only for undergraduates was computed.

The FY 90-91 formula generates a cost of $3,522 per FTE at the SBTCE institutions and generates $4,148 per FTE at the four-year institutions. (If the two non-medical universities are added, the cost per FTE becomes $4,617.) The largest differences occur in the physical plant and the revenue steps of the formula. Except for two minor exceptions, the SBTCE formula contains no funds for physical plant. Local governments are expected to pick up these costs. At the four-year institutions this cost averages $866 per FTE (and $900 when the universities are added to the four-year institutions). The revenue step

reflects the amount the formula deducts for fees to be collected from students. At Tech, the revenue deduction per FTE is $542 while it is $1,164 at the four-year institutions (and $1,281 when the universities are added.)

Table 5

	SBTCE Institutions	Four-year Institutions	Universities & Four-year Institutions
Net State Cost	$3,522	$4,148	$4,617
Revenue Step	542	1,164	1,281
Total Cost to State & Student	$4,064	$5,312	$5,898

From our perspective, especially given the demographics of first-time freshmen enrollment in South Carolina in recent years, the proposed programs would serve some students who presently are not participating or electing not to participate in baccalaureate level education. The cost differential between the tuition and fees charged by technical colleges and other public colleges suggests that there would be cost benefits to students who enroll in the technical college AA/AS programs. This fact alone could induce some students to begin, who otherwise might not, their four-year degree program. Conclusions concerning resources, enrollment, and program duplication are even less certain. Only study of enrollment trends and student characteristics and resources committed after the programs are implemented would resolve these issues.

At the policy level, the Commission's commitment to provide full participation for all citizens on an equitable basis is a matter of record. Recent initiatives begun by the Commission in cooperation with the institutions to work towards full participation are noteworthy. The Access and Equity Plan which includes the Pathway Projects is intended to encourage the movement of minority students from technical colleges into baccalaureate programs. The Tri-Star Program is based on the recognized need to increase the number of high school students who continue on into higher education. The High School Course Prerequisite Requirements are intended to insure the academic preparation of entering freshmen in our public four-year colleges and two-year campuses of the University. The Cutting Edge addresses the provision of comprehensive developmental education at the technical college level and rising admission standards at the four-year college level.

The proposed AA/AS degree programs are supportive of these Commission programs and are in alignment with policy concerning access and opportunity for all South Carolinians. The proposed AA/AS degree programs deserve careful consideration by the Commission not just as new

academic programs but as initiatives to address the future design of higher education in the State. Any recommendation concerning the proposals to offer the AA/AS degree programs in the nine technical colleges should be considered as both an academic program and policy related issue.

Recommendation

The Committee recommends that the Associate in Arts and the Associate in Science degree programs at Aiken Technical College, Denmark Technical College, Florence-Darlington College, Horry-Georgetown Technical College, Orangeburg-Calhoun Technical College, Piedmont Technical College, Spartanburg Technical College, Sumter Area Technical College, and Technical College of the Lowcountry be approved for implementation in Fall, 1990, provided that:

(1) no "unique cost" or other special State appropriations are requested;

(2) that the SBTCE submit for review and approval by the Commission an annual evaluation of the programs, a description of the characteristics of students enrolled, and an assessment of the impact of the programs at neighboring colleges, the details of which are to be determined by Commission staff in consultation with SBTCE staff;

(3) that Aiken Technical College have in place by June, 1995, a library collection which meets the minimal standard for collection size recommended by the Association of College and Research Libraries in "Guidelines for Two-year College Learning Resource Centers," and that the College submit to the Commission written agreements with USC-Aiken for interlibrary cooperation and reciprocal student borrowing privileges by December 15, 1989.

ATTACHMENT 1

Some Prior Studies Concerning
The Organization and Structure
of Two-year Postsecondary Education
in South Carolina

1962	Wiggins Report ACHE	USC branches under nearest senior public college.
1962	Cresap, McCormick & Padgett, ACHE	Lower-division programs be coordinated closely with TC's.
1965	Russell Report, Governor's Office	System of CC's, all campuses
1966	West Report, General Assembly	Pilot CC's at 3 sites.
1967	(CHE established)	
1968	Moody Report, Governor's Office	Branches under new Board. No CC's.
1968	Study Committee, CHE	Two new boards, one for CC's and one for TC's.
1971	Joint Study Committee, CHE & SCTE	a). New Board or b). At seven sites, roles be separate and other TC's may go comp.
1979	Second Master Plan, CHE	Study of Programs
1981	Norton Report, CHE	Phase out OCC. programs at senior colleges, maintain AA/AS at TC's
1983	CAA, CHE	Merge at Sumter as pilot

ATTACHMENT 2

Excerpt from...

State Board for Technical and Comprehensive Education
1976 Code of Laws of South Carolina, As Amended

SECTION 59-53-30. Institutions of the South Carolina Technical Education system shall maintain open admissions policies unless determined to be economically unfeasible by the Budget and Control Board and establish and maintain low tuition and fees in order to provide access to post-secondary education and insure that such educational opportunities shall not be denied to anyone.

Upon request and justification and with the approval of the State Board of Education, the Board may authorize an institution with its jurisdiction to contract with local school districts to offer adult literacy courses and programs and secondary-level vocational courses and programs.

Upon request and justification and with the approval of the Commission on Higher Education, the Board may authorize an institution within its jurisdiction to offer two-year college parallel programs. The Commission on Higher Education shall approve all criteria for college parallel courses.

ERIC CLEARINGHOUSE FOR
JUNIOR COLLEGES
SEP 14 1990